

## Message Text

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ORIGIN EUR-25

INFO OCT-01 ADP-00 EB-11 CIAE-00 DODE-00 PM-07 H-02 INR-10

L-03 NSAE-00 NSC-10 PA-03 RSC-01 PRS-01 SS-15 USIA-12

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TO AMEMBASSY BONN PRIORITY

INFO USMISSION BERLIN PRIORITY

AMEMBASSY MOSCOW PRIORITY

AMEMBASSY LONDON PRIORITY

AMEMBASSY PARIS PRIORITY

USMISSION NATO PRIORITY

C O N F I D E N T I A L STATE 119693

E. O. 11652: GDS

TAGS: PGOV, ETRN, US, UR, WB, UK, FR

SUBJECT: US/ SOVIET DISCUSSION OF AIR CORRIDOR CEILING

REF: LONDON 7054

1. DURING A BREAK IN THE US/ USSR CIVIL AIR NEGOTIATIONS  
JUNE 19 ASSISTANT SECRETARY STOESEL ASKED SOVIET  
MINISTER VORONTSOV TO COME TO HIS OFFICE AND MADE THE  
FOLLOWING POINTS TO HIM:

( A) CIVIL AIR NEGOTIATIONS ARE NOW IN PROCESS  
BETWEEN US AND SOVIET DELEGATIONS. SO FAR IT HAS BEEN  
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IMPOSSIBLE TO REACH AGREEMENT.

( B) THE SOVIET SIDE HAS NOW BEEN INFORMED THAT THE UNITED STATES IS PREPARED TO MAKE SUBSTANTIAL CONCESSIONS IN ORDER TO BREAK THE DEADLOCK AND BRING ABOUT AN AGREEMENT. HOWEVER, A RECIPROCAL MOVE ON THE SOVIET SIDE IS NEEDED TO BRING ABOUT SUCH A FAVORABLE OUTCOME.

( C) WE HAVE IN MIND A MATTER WHICH HAS LONG CAUSED UNNECESSARY FRICTION. STRICTLY SPEAKING IT LIES OUTSIDE THE BILATERAL QUESTIONS OF SERVICE BETWEEN THE UNITED STATES AND THE SOVIET UNION WHICH ARE BEING DEALT WITH IN THE DISCUSSIONS BETWEEN THE TWO DELEGATIONS. FOR THIS REASON WE ARE USING THE PRESENT SEPARATE CHANNEL TO RAISE THE MATTER.

( D) WHAT WE WOULD LIKE IS AN ASSURANCE FROM THE SOVIET SIDE THAT THE SOVIETS WILL NOT OBJECT IN THE FUTURE TO THE IMPLEMENTATION BY THE THREE POWERS OF THEIR RIGHT TO FLY THROUGH THE CORRIDORS TO BERLIN AT ALTITUDES OF THEIR CHOOSING, THAT IS ABOVE 10,000 FEET, SO LONG AS THE FLIGHTS ARE IN ACCORDANCE WITH AGREED QUADRIPARTITE PROCEDURES.

( E) IF THE SOVIETS ARE PREPARED TO EXPRESS SUCH AN UNDERTAKING, IT COULD LEAD TO AN AGREEMENT IN THE CURRENT CIVIL AIR TALKS WHICH WOULD INCLUDE THE SUBSTANTIAL US CONCESSIONS WHICH WILL BE DESCRIBED BY THE US DELEGATION.

( F) IN VIEW OF THE MUTUAL INTEREST IN EARLY SIGNATURE OF THE CIVIL AIR AGREEMENT WE WILL NEED A SOVIET RESPONSE TO THE PRESENT PROPOSAL VERY QUICKLY, IF AT ALL POSSIBLE BEFORE NOON ON JUNE 20.

( G) WE WOULD NOT ANTICIPATE THAT REFERENCE WOULD BE MADE IN THE TEXT OF A BILATERAL US/ SOVIET AGREEMENT TO ANY UNDERTAKING MADE BY THE SOVIET SIDE WITH REGARD TO THE CORRIDORS. WE WOULD EXPECT A FORMAL STATEMENT FOR THE RECORD FROM THE SOVIET EMBASSY, HOWEVER, AND A GUARANTEE OF FLIGHT SAFETY FROM THE SOVIET REPRESENTATIVE IN THE BERLIN AIR SAFETY CENTER FOR THE FLIGHT OF ONE  
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OR MORE ALLIED AIRCRAFT ABOVE 10,000 FEET PRIOR TO THE SIGNATURE OF THE BILATERAL CIVIL AIR AGREEMENT.

( H) THE BRITISH AND FRENCH HAVE CONCURRED IN THIS APPROACH.

2. VORONTSOV SAID THAT HE WOULD REPORT THE US APPROACH

TO HIS SUPERIORS. HE WAS SURE IT WOULD COME IMMEDIATELY TO THE ATTENTION OF GROMYKO WHO WOULD WISH TO DISCUSS IT WITH BREZHNEV. VORONTSOV ADDED THAT HE UNDERTOOK THIS ACTION RELUCTANTLY SINCE HE WAS CONVINCED THAT THE US PROPOSAL LAY OUTSIDE OF THE AREA WHICH THE SOVIETS EXPECTED TO BE DISCUSSING IN CONNECTION WITH A CIVIL AIR AGREEMENT. HE FELT CERTAIN THAT THE REACTION AT THE SENIOR SOVIET LEVEL WOULD BE NEGATIVE. VORONTSOV REMARKED THAT HE HAD NEVER UNDERSTOOD WHY THERE WAS AN INTEREST IN FLYING ABOVE THE USUAL HEIGHT IN THE CORRIDORS. STOESEL REPLIED THAT WITH MODERN AIRCRAFT IT WAS A MATTER OF PASSENGER COMFORT TO FLY ABOVE 10,000 FEET. MOREOVER IT WAS CONSIDERABLY MORE EXPENSIVE IN TERMS OF FUEL CONSUMPTION TO FLY JETS AT AN ARTIFICIALLY LOW LEVEL. STOESEL ACKNOWLEDGED THAT THE CORRIDOR QUESTION WAS SEPARATE FROM QUESTIONS OF AIR SERVICE BETWEEN THE US AND THE USSR BUT HE EMPHASIZED THAT THIS HAD LONG BEEN A PROBLEM AND THE PRESENT TIME SEEMED A GOOD ONE TO GET IT OUT OF THE WAY. ROGERS

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